

to his satisfaction that an extension would be to the advantage of the company and that the interests of the company would be affected adversely by a forced sale thereof, in which event the time for the sale may be extended to such time as the Superintendent shall direct."

And on page 11, after line 10, to insert a new section, as follows:

Sec. 2. The amendments made by this Act shall become effective on September 1, 1960.

Mr. MORSE. Mr. President, the purpose of this bill is to modernize the section of the act of June 19, 1934—section 35-535, D.C. Code—which governs and regulates investments which life insurance companies domiciled in the District of Columbia are authorized to make. The bill has the support of the District of Columbia life insurance companies, has been approved by the Superintendent of Insurance of the District of Columbia, and has been recommended for adoption by the Board of Commissioners of the District of Columbia.

The bill amends section 35 of chapter III of the Life Insurance Act for the District of Columbia, as follows:

Section 1(a) of the bill amends subsection 5(a) of section 35 of the act, which provides that a life insurance company can invest in a mortgage loan only when such loan is secured by a first lien on real estate, and which further provides that real estate, for the purposes of this section shall not be deemed to be encumbered by reason of the existence of certain listed items. The bill will amend the listed items in accordance with the following:

First. Under existing law taxes and assessments levied by a governmental agency are not deemed to be encumbrances. It is proposed that charges for maintenance and community services—in the nature of taxes—made by non-governmental agencies be treated in the same manner as taxes and assessments levied by governmental agencies. In many areas such facilities as trash collection, maintenance of streets, and so forth, are provided by the subdivision developer rather than the city, and the developer charges or assesses the cost of such services against each property on an equitable basis. The developer retains a lien for the collection of such charges which is similar to the lien for taxes and assessments levied by a municipality. Such charges, unless paid by the mortgagor or mortgagee, constitute a lien prior to a mortgage. In practice, of course, a life insurance company holding a mortgage protects against such a lien by paying the charges, if necessary, which thereby are added to the mortgage debt. The effect on the security for the mortgage is the same whether the charges or assessments are levied by the municipality or the developer. This amendment makes it clear that such charges or assessments levied by a non-governmental agency are not encumbrances.

Second. Under present law, instruments creating or reserving mineral, oil, water, or timber rights, and so forth, are not deemed to be encumbrances.

The PRESIDING OFFICER. The question is on agreeing to the committee amendments.

The amendments were agreed to.

The amendments were ordered to be engrossed and the bill to be read a third time.

The bill was read the third time and passed.

Mr. MORSE. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. MORSE. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

TENURE OF OFFICE OF INDIVIDUALS APPOINTED TO ADMINISTRATIVE AND POLICYMAKING POSTS

Mr. MORSE. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 1825, Senate Resolution 338.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Oregon.

The motion was agreed to; and the Senate proceeded to consider the resolution (S. Res. 338) relating to tenure of office of individuals appointed to administrative and policymaking posts in the Federal Government.

The PRESIDING OFFICER. The resolution is open to amendment.

If there be no amendment to be proposed, the question is on agreeing to the resolution.

Mr. JACKSON. Mr. President, I ask unanimous consent that an excerpt from the report on the resolution be printed at this point in the Record.

There being no objection, the excerpt from the report (No. 1753) was ordered to be printed in the Record, as follows:

The Committee on Government Operations recommend that the resolution as amended do pass.

AMENDMENT

The amendment is as follows:

On page 1, paragraph 4, after the word "policies" strike out the semicolon and the word "and," insert a comma and add the following language: "while the Nation has been well served through continuity of service in office by other officials; and".

PURPOSE

Senate Resolution 338 was introduced by Mr. JACKSON, as chairman, for himself and the membership of the Subcommittee on National Policy Machinery, Mr. HUMPHREY, Mr. MUSKIE, Mr. MUNDT, and Mr. JAVITS. Its purpose is to record the concern of the Senate over the extent and impact of turnover in policymaking and administrative posts in the executive branch of Government, particularly in the national security field. In view of its constitutional duties with respect to foreign and military policies, and its specific constitutional responsibility to pass on Presidential nominations, it is appropriate that the Senate formally express its views on this subject. It is also appropriate, as the resolution specifically states, that the Senate—through its committee—adopt the practice of exploring

with members of both Houses and with the public, the problems and solutions of the

The problem of administrative turnover has been a long-standing problem in the Government. It is a problem of continuity of service in office by other officials, which is essential for every change of administration.

As the resolution states, the problem has not been confined to any one administration. A recent study by the Brookings Institution noted that "too frequently, political appointees come to their posts without any prior Federal experience and depart in a year or two without having served in more than one position. This has often been the case under the Eisenhower administration, as it was for its predecessors."

Any doubt as to the longstanding nature of the problem may be quickly resolved by a glance at statistics compiled by the Harvard Business School Club of Washington, D.C. It questioned 65 businessmen who had served in Government for some time between 1940 and 1955. A period covering four administrations of three Presidents. Of this group 48 percent served 1 year or less. The median for the entire group was 1 1/2 years.

During the 1955 report of the Commission on Organization of the Executive Branch of the Government on "Personnel and Civil Service," through its task force, took note of "the high and increasing rate of turnover of top non-career executives, especially in the assistant and under secretarial positions."

The report listed the average monthly service of Under Secretaries from 1948 to 1952 at 23 months; the average service of Assistant Secretaries in the same period at 28 months.

Figures compiled for the Subcommittee on National Policy Machinery tell the same story in more specific terms. For example since the Office of Secretary of Defense was created in 1947, it has been filled by six different men (average term: less than 2 years). Nine men have served as Deputy Secretary of Defense since that post was established in 1949 (average term: less than 18 months). During the same period, six different men served as Director of the Bureau of the Budget (average term: less than 2 years), and six different men served as Under Secretary of State (average term: less than 2 years). Since 1953, four different men have directed our foreign aid programs (average term: less than 2 years).

These examples can be multiplied many times over. While they amply illustrate the problem, they do not indicate the cumulative impact of turnover on the effectiveness with which programs and policies are formulated and executed in the national security field. Any single departure may not have a significant impact. But in the aggregate, the numerous arrivals and departures have an inevitable effect on the attempt to develop the kind of programs and policies which only knowledge and experience produce. One can imagine the increased burdens on those who remained and the complications for effective administration when, during one period of 6 months, the Department of Defense alone lost its Deputy Secretary, three Assistant Secretaries, and its General Counsel. And the effects of a mass exodus of this sort are compounded by the complex interrelationships between departments and agencies in the national security field.

At the same time, the long and dedicated service of many appointees in all recent administrations must be recognized. The continuity of their service and their contribution is specifically recognized by the amendment to the resolution adopted by the committee.

Since its first public hearings last February, the Subcommittee on National Policy